

This record is a partial extract of the original cable. The full text of the original cable is not available.

UNCLAS SECTION 01 OF 10 ISLAMABAD 016641

SIPDIS

STATE ALSO PASS TO USAID
USAID/W FOR A/AID ANDREW NATSIOS, JBRAUSE
DCHA/OFDA KISAACS, GGOTTLIEB, MMARX, RTHAYER, BDEEMER
AID/W FOR DCHA/OFDA
SOUTH ASIA RESPONSE MANAGEMENT TEAM
SOUTH ASIA EARTHQUAKE TASK FORCE
DCHA/FFP FOR JONATHAN DWORKEN
ANE DEPUTY ASSISTANT ADMINISTRATOR MARK WARD
BANGKOK FOR OFDA SENIOR REGIONAL ADVISOR TOM DOLAN
KATHMANDU FOR OFDA REGIONAL ADVISOR WILLIAM BERGER
ROME PASS FODAG
GENEVA FOR RMA AND NKYLOH
NSC FOR JMELINE
EUCOM FOR POLA/J3/J4/J5
BRUSSELS FOR USAID PLERNER
NEW YORK FOR TMALY
SECDEF FOR SOLIC/PKHA, USDP/J3
JOINT STAFF WASHINGTON DC FOR J3/J4/J5
HQ USEUCOM VAIHINGEN GE FOR J3/J5

E.O. 12958: N/A

TAGS: [EAID](#) [AEMR](#) [ASEC](#) [MASS](#) [ECON](#) [KMDR](#) [KPAO](#) [OIIP](#) [OPRC](#) [PGOV](#) [PREL](#) [PK](#)
SUBJECT: PAKISTAN - EARTHQUAKE: PROTECTION SECTOR REPORT

Summary

1. Due to the enormity and complexity of this emergency and the major focus on providing shelter to villages in the mountains, it has been extremely difficult to monitor relief distributions in order to ensure that vulnerable populations, including those without effective male protection, are identified and receive adequate assistance. In the urban areas, especially in Muzaffarabad city, one month after the earthquake there has not been a registration of vulnerable populations and a prioritization of needs. The U.N. High Commissioner for Refugees (UNHCR), the lead in camp management under the cluster system, does not have enough presence on the ground in order to manage the camps. However, the numbers of unaccompanied children are extremely low and the government is working with the U.N. Children's Fund (UNICEF) to register children in order to assess their needs. The international community is still trying to meet the population's basic needs such as shelter, but much more needs to be done to identify and provide assistance to extremely vulnerable populations such as women-headed households and children at risk. End summary.

Current Situation

-- Relief Distributions

2. The emergency relief operations are extremely complicated given the mountainous terrain and lack of information about population movements. The provision of a safe, warm place to live is the first line of protection for vulnerable populations as winter approaches. To date, the bulk of the relief operations have centered on providing shelter for people remaining close to their homes in the mountains. However, in order to get these provisions to the population, the relief community has had to rely on the government of Pakistan (GOP) military, air drops, and relief agencies trekking or airlifting supplies to the mountain villages.

3. Women in Pakistan are severely disadvantaged and discriminated against, and many fear that the current relief distribution only reinforces this situation. The issue of ensuring that vulnerable groups receive adequate supplies is extremely difficult to monitor given the logistical difficulties of this operation and the lack of information about vulnerable populations. Partner organizations asked about this issue have replied that they must rely on the villages to distribute supplies fairly. One partner organization reported that they sent teams to villages to identify the most needy and vulnerable families. These families were given tokens to take to a distribution site the following day. The following day only men attended the distribution site, and there was no follow-up to determine whether the neediest families received the supplies. Women reportedly received tokens, but no women claimed the relief supplies for which these tokens were issued. Because there was no monitoring, it is unclear whether the women who received tokens were able to access the aid for which the tokens were issued.

14. In urban areas there are many reports that women without effective male protection are made to sit in tents at GOP or GOP military sites while relief supplies are distributed to males first, leaving what is left for unaccompanied women. In most distribution sites, only men are visible standing in lines. In addition, the USAID/DART has received many reports that women are being left behind in the villages to tend to what is left of their property and livestock while the men and the children come down to the valleys and urban areas to receive aid. Some of the men who have come down to the valleys to receive aid report that there are women-headed households that are still in the mountains that may not be able to travel with their families.

15. Some organizations are trying to ensure that families that do not have effective male protection or vulnerable families that have taken in separated children are receiving adequate relief supplies. These organizations do state that they could be doing more to ensure that such families are identified and receive adequate relief supplies. Some report that the first wave of relief distribution was so overwhelming that they simply have not asked the questions about vulnerability and that systems are not set up to ensure that these cases are being identified and addressed. Setting up these systems will require more resources so that the GOP military and individuals involved in the distribution are trained and sensitized to this issue. More female workers are needed to distribute relief supplies to vulnerable populations. Additionally, work needs to be done with communities so that communities ensure that vulnerable families, especially those without effective adult male protection, are receiving adequate relief supplies both in the mountains and the urban areas.

-- Camp Management in NWFP and AJK

16. With the push to get shelter supplies to the mountain areas there has been less attention focused on camp management and services in the valleys and urban areas. In the North-West Frontier Province (NWFP), the GOP is pushing to establish large IDP camps. In Azzad Jamu and Kashmir (AJK), the government's policy on establishing IDP camps is unclear. The U.N. High Commissioner for Refugees (UNHCR) has the lead in the U.N. cluster system for camp management, but UNHCR staff on the ground have stated that it does not have sufficient resources, staff, mandate, or leverage to manage the camps. UNHCR only has a minimal presence of international staff on the ground.

17. In NWFP, UNHCR stated that the GOP military is doing a good job trying to set up the camps, but the major difficulty is finding sufficient land on which to build the camps and organizations to provide services to the camps. The GOP military reported that it cannot take care of a large number of people in camps and is looking for serious help from the international organizations. The government in NWFP is trying to set up large camps, because it believes that many people will migrate down to the valleys in the coming weeks. UNHCR does not believe that there will be a massive migration from the Allai Valley and therefore does not want to put its resources into establishing large camps. UNHCR is providing the military with 18,000 tents and a very general site plan for the camps, and it is identifying the gaps in non-governmental organization (NGO) assistance in the camps. UNHCR stated that it will only provide assistance for six months and that it does not have the ability to provide assistance to the GOP if there is a massive movement to camps.

18. In NWFP the GOP military is trying to get the government to take over the responsibility of managing the camps. UNHCR reported that it believes the biggest issue is the unregistered spontaneous camps. UNHCR is not concerned with individuals camping near their homes in a few tents or less; however, it is extremely concerned over the spontaneous camps. These camps are being sponsored by political parties or religious organizations. The conditions in these camps are unacceptable due to lack of sanitation facilities. UNHCR has advised the GOP to zone the area and give specific zones to NGOs to monitor and deliver services to the spontaneous camps. The GOP should then decide on which camps should be moved into larger camps and develop a long-term plan. The International Committee of the Red Cross (ICRC) reported when they went into these spontaneous camps they found vulnerable families such as women headed households that needed assistance. At this time there has not been a registration of these spontaneous camps in either NWFP or AJK.

19. In Muzaffarabad city there are many spontaneous unregistered camps, and to date the GOP has only sanctioned two camps run by local NGOs. The GOP has not stated its policy with regard to establishing IDP camps in Muzaffarabad, and the military in AJK does not have the same resources to manage the camps as in NWFP. There are many

gaps in the camp services, but water and sanitation is the biggest problem at this time, and security is also a problem. USAID is coordinating with the U.S. military to build hundreds of latrines for these camps, and other NGOs such as Medecins Sans Frontieres (MSF), Islamic Relief and Oxfam are also building latrines for the camps. At this time, UNHCR does not have the resources on the ground to effectively manage the camps. This problem is compounded by the fact that there are few international NGOs on the ground in Muzaffarabad city providing services. It is clear that additional assistance is needed in order to provide basic services for the population of the registered camps as well as the spontaneous camps. In camps that USAID visited, people are still lacking basic necessities such as shelter. In addition, the GOP needs to decide which camps it will close and which camps it will allow to remain open so that basic services can be provided that meet international standards.

10. No international organization is taking the lead monitoring the movement of people. For example, in AJK there is no agency monitoring the movement of the population or any agency receiving individuals when they arrive in Muzaffarabad to provide basic information on emergency relief. Organizations do not want to draw people to urban areas, but people are wandering the city looking for shelter, tents and supplies. People do not have access to an ongoing reliable flow of information of where they can access emergency relief.

-- Health

11. The U.N. World Health Organization (WHO) has stated that as many as 60 to 80 percent of the basic health centers and other health care facilities were destroyed in the earthquake-affected areas. One of the biggest protection issues facing women is the lack of female doctors and nurses. Some Pakistani doctors report that women have died because they could not be examined by male doctors. The lack of female health care workers is severely limiting female patients' access to health care. WHO and other health agencies report that more female doctors and nurses are urgently needed in the earthquake-affected areas.

-- Child Protection

12. The U.N. Children's Fund (UNICEF) is the lead on protection activities for the protection cluster. The GOP imposed a national ban on the adoption of children for a period of six months. Islamabad has also restricted the relocation of children from quake-affected areas to prevent the abuse and trafficking of children affected by the earthquake. UNICEF, together with the Ministry of Social Welfare (MoSW), has begun registering all children currently living in emergency settlements across quake-hit areas of Pakistan and AJK. The GOP wants to have some sort of statistics of affected children including those unaccompanied, with specifications regarding their age and gender groups to facilitate future planning. In a joint effort with the ICRC, the National Database Registration Authority (NADRA), and several other national and international NGOs, MoSW intends to devise a comprehensive strategy to deal with the problems of orphaned, unattended, separated, injured and missing children. Organizations are concerned that the MoSW is setting up institutions in other cities such as Peshawar that will care for unaccompanied women, children and separated children with vulnerable families.

13. In conjunction with MoSW, ICRC is identifying unaccompanied children and tracing their families. There are very few reports of unaccompanied children by ICRC, UNICEF and NGOs, and there are only a few unconfirmed reports of attempted kidnapping. It is clear that the MoSW will need a great deal of technical assistance and support in providing care and services for unaccompanied children, separated children with vulnerable families, women-headed households with children, and child-headed households. This is extremely critical in AJK where the government's infrastructure was severely damaged and many government workers were killed or lost their homes and other family members. International organizations and NGOs will have to advocate for establishing good practices in the area of child protection and monitor the work of the government.

Response of USAID Partners

14. The provision of a safe, warm place to live is the first line of protection for vulnerable populations. IOM, Save the Children (SC), ACTED, Catholic Relief Services (CRS), the International Refugee Committee (IRC), and GOAL are providing winterized tents, shelter kits, blankets and other materials for rebuilding. In addition, many partners are starting to focus on doing more to identify vulnerable

families such as female-headed households and ensuring that they receive adequate assistance.

15. In the registered and spontaneous camps, water and sanitation are critical needs, and many of USAID's partners are working to establish water supplies and latrines. In Muzaffarabad, USAID is working with the U.S. military to build latrines in camps where latrines have not been built. In camps where latrines are being built, USAID's partners are working to ensure that women have safe access to these facilities.

16. Credible reports from organizations including UNICEF cite fliers and other information about religious madrassas opening up. It is critical that the schools are opened quickly not only to counter madrassas but also to try and bring normalcy back to children's lives. In Muzaffarabad, USAID has worked closely with UNICEF and the U.S. military to coordinate the removal of rubble from school sites and set up tent schools as quickly as possible. USAID and UNICEF have worked closely with the Ministry of Education to identify school sites, including girls' schools, for rubble removal and tent distribution. USAID is also establishing cash-for-work (CFW) programs in Muzaffarabad to remove rubble from additional school sites. USAID partners are establishing school-in-a-box programs and will be addressing psychological and social needs.

17. International NGOs such as SC, World Vision (WV), and IRC have set up Child-Friendly Centers. These centers are set up to support play and educational opportunities. These organizations are reporting that vulnerable families are identifying themselves. Additional programming needs to be established to help identify these vulnerable families without effective male protection, vulnerable families with separated children, and children-headed households. However, organizations are struggling to provide additional resources to these families. With USAID assistance, WHO has established permanent teams to provide mental health assistance in the region.

Gaps, Additional Needs, and Recommendations

18. The first wave of relief distribution was so overwhelming that many organizations simply have not asked the questions about vulnerable families focusing on women and children. Adequate systems are not set up to ensure that these cases are being identified and addressed. These systems will require more resources so that the GOP military and individuals involved in the distribution of relief commodities are trained and sensitized to identifying vulnerable families and ensure that they receive relief supplies. In addition, more female workers are needed to distribute relief supplies to vulnerable populations and address health care issues for female patients. Work needs to be done with communities so that they ensure vulnerable families, especially those without effective adult male protection, are receiving adequate relief supplies both in the mountains and the urban areas.

19. A registration and prioritization system must be created for vulnerable women and children in the urban areas. UNICEF and the GOP are registering children, but the purpose of this registration is unclear. In addition, it will take a considerable time to register all children in the quake-affected areas. Once identified, these groups must have access to relief supplies, psychological and social help, and other resources.

20. UNHCR stated that they will only provide limited assistance for six months and that they do not have the ability to provide assistance to the GOP if there is a massive movement to camps. The GOP and military have better control over the situation in NWFP than in AJK. While there is more control, information, and planning with the registered camps in NWFP, there is still a critical need for additional services in the camps, including latrines and security. In AJK, the information concerning which spontaneous camps will be kept open and where additional camps will be built is extremely confusing. To date in Muzaffarabad city, the government has only designated two camp sites. There are still significant needs in these two camps for basic services. However, the water and sanitation issues are finally being addressed in most of the camps. The GOP needs to decide which spontaneous camps will be kept open and designate additional sites. Many of the conditions in the spontaneous camps are unacceptable. UNHCR needs to identify additional partners to provide basic services in the camps and needs to address the spontaneous camps in both NWFP and AJK. UNHCR needs additional staff and more resources. More international NGOs are needed to work in the camps to provide basic services on a long-term basis. This is an extremely urgent issue that is being overshadowed by the critical need to get shelter to the mountain areas

and the lack of enough UNHCR staff on the ground.

¶21. More assistance needs to be provided for female patients. The lack of female health care workers is severely limiting female patients' access to medical services. WHO and other health agencies report that more female doctors and nurses are urgently needed.

¶22. More technical assistance should be provided to the MoSW. This technical assistance would help the GOP deal with the issue of unaccompanied children now and create a long-term plan to handle these issues in the future.

¶23. It is clear that the MoSW will need a great deal of technical assistance and infrastructure support in identifying and providing care and services for unaccompanied children, separated children with vulnerable families, women-headed households with children, and child headed households. International organizations and NGOs will have to advocate for establishing good practices in the area of child protection and monitor the work of the government in this area.